DOCUMENT RESUME

ED 474 183 SP 041 408

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TITLE	Assessing and Supporting New Teachers. Lessons from the Southeast. Teaching Quality in the Southeast Policy Brief.
INSTITUTION	Southeast Center for Teaching Quality, Chapel Hill, NC.
SPONS AGENCY	National Inst. on Educational Governance, Finance, Policymaking, and Management (ED/OERI), Washington, DC.; BellSouth Foundation, Inc. Atlanta, GA.
PUB DATE	2002-12-00
NOTE	17p.
CONTRACT	R215U000004
AVAILABLE FROM	Southeast Center for Teaching Quality, University of North Carolina, Office of the President, P.O. Box 2688, Chapel Hill, NC 27515-2688. Tel: 919-843-9519; Fax: 919-843-7616. For full text: http://www.teachingquality.org/resources/SECTQpublications/Induction.pdf.
PUB TYPE	Reports - Research (143)
EDRS PRICE	EDRS Price MF01/PC01 Plus Postage.
DESCRIPTORS	Accountability; *Beginning Teacher Induction; *Beginning Teachers; Elementary Secondary Education; *Faculty Development; Mentors; Program Effectiveness; Teacher Collaboration; Teacher Evaluation; Teacher Persistence
IDENTIFIERS	California; Connecticut; No Child Left Behind Act 2001; *United States (Southeast)

ABSTRACT

This report examines key elements of effective new teacher assessment and support, reviews southeastern states' progress in developing quality induction programs, and offers recommendations for action. More dollars are being invested in new teachers than ever before, and some states have markedly increased the quantity of new teacher support programs. However, states have not established accountability mechanisms that would make it possible to fully assess the quality of these investments. Data suggest new teacher induction programs lack adequate funding, pay insufficient attention to vital links between new teacher assessment and support, and under emphasize learning to teach specific content well. The report notes that quality induction programs can help with the teacher turnover problem. Some southeastern states are providing leadership to improve teacher quality, strengthen assessment, and support new teacher programs. The recent No Child Left Behind Act will help states transform teacher development systems. After presenting key facts and issues related to new teacher assessment and support, the report discusses southeastern states' work to develop better induction programs and offers recommendations (e.g., build consensus, strengthen collaboration, and recognize the critical role of mentors). Sidebars describe approaches to new teacher assessment and support in Connecticut and North Carolina and induction programs in the southeast. (SM)

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ED 474 183

Assessing and Supporting New Teachers

Lessons from the Southeast

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December 2002

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SP041408

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SUMMARY

For the most part, new-teacher induction programs are under-conceptualized, under-developed, under-supported, and under-funded in the American public education system.

We have known for decades that no matter how good teacher education is, the complexities of effective teaching are such that teachers will never know all they need to know when they enter their first classrooms. Schools must have sound induction programs in which new teachers are both assessed and supported as they grow toward becoming expert classroom leaders. Without such support, many beginning teachers resort to survival instructional strategies, struggle alone, and leave the profession early in their careers at alarmingly high rates.

The rapid turnover of early-career teachers compels states and districts to spend more and more on programs that "address" the teacher shortage but do little to assure teacher quality. By failing to invest in high-quality induction programs, policy leaders end up practicing false economy.

The federal *No Child Left Behind* legislation requires all states to guarantee by 2005-2006 that every teacher is highly qualified. The law also zeroes in on racial and economic achievement gaps and the under-performance of high-poverty schools, where many new teachers begin their classroom careers. States must seize the opportunity afforded by NCLB dollars to help every teacher who enters the profession become highly qualified to teach diverse students in diverse schools and to ensure that teachers remain in the profession once they achieve this level of mastery.

Connecticut has the most highly developed induction model in the nation and has made the most progress in connecting its assessment and support components through a well-institutionalized, performance-based licensing (PBL) system. North Carolina's induction program has been recognized as the most comprehensive in the Southeast, but infrastructure and capacity problems threaten its development. Other southeastern states are making progress in developing strong components of a comprehensive induction system. Through regional action, states in the Southeast have the potential to learn from each others' work and produce a comprehensive new-teacher assessment and induction framework that bolsters the region's reputation for education innovation and reform.

This report examines the key elements of effective new-teacher assessment and support, reviews the progress of southeastern states in developing quality induction programs, and offers a set of recommendations for action, including the call for a regional New Teacher Summit. For a comprehensive look at these issues across the region, go to www.teachingquality.org/resources/SECTQpublications/InductionintheSE.htm.

Effective induction programs for teachers must:

- Provide novice teachers with opportunities to observe and analyze good teaching in real classrooms, with real teachers and real students;
- Assist novices in transferring the acquired knowledge, skills, beliefs, and attitudes needed to improve student learning;
- Provide novices with on-going guidance and assessment by an expert in the field, who has been trained as a mentor;
- Reduce novices' work load to provide more learning time;
- Assist novices, through mentor support, in their efforts to meet licensure standards;
- Include rigorous evaluations that determine the effectiveness of the program and provide information that can be used to continuously improve the program; and
- Invest in rigorous new-teacher assessments.

The work reported herein was supported in part by the BellSouth Foundation and under the Educational Research and Development Centers Program, PR/Award Number R215U000004, as administrated by the National Institute on Educational Governance, Finance, Policymaking and Management, Office of Educational Research and Improvement (OERI), U.S. Department of Education. However, the contents do not necessarily represent the positions or policies of BellSouth, the BellSouth Foundation, the National Institute, OERI, or the U.S. Department of Education, or the endorsement of the federal government. • 500 copies of this public document were printed at a cost of $1620 or $3.24 per copy.

> Those who enter the ranks of teachers do not know how to teach, although they may know everything that is in the innumerable books telling them how to teach. [They] are ready to learn to teach, and they are ready, though they know it not, to be formed by teaching.[1]

Seventy years ago, William Waller understood the importance of developing new teachers through teacher education and then supporting them during the first few years of teaching, when effective practices begin to form and be refined. Since Waller's day, we have learned a great deal more about the connection between what teachers know and do and how much students achieve. At the beginning of the Great Depression, most teachers were being trained to educate a privileged segment of the school-aged population for life and work in what seems, in retrospect, a slower, simpler America. Today, at the beginning of the third millennium, we expect *all* of our public school students to meet challenging academic standards and participate fully in our democratic society and high-speed global economy.

Teaching today is difficult, intricate work that requires knowledge of complex subject matter, as well as knowledge about how to teach particular subjects to increasingly diverse learners, many of whom have special needs, limited English proficiency, different learning styles, and a wide range of family and community circumstances.

Teachers must know not only their subjects, but also how to plan standards-based units and lessons and translate subject matter knowledge into curriculum appropriate for students. They must be able to assess students' progress continuously, while accommodating individual, language, and cultural differences. To make matters more complicated, beginning teachers must know how to do all of this while learning school and district policies, figuring out the basics of classroom management, and fitting into the school organization in which they find themselves.

Clearly, the need for teachers with high levels of knowledge and skills has never been greater.

Yet the demand for better-qualified teachers has been countered by a growing teacher shortage, and policymakers often find themselves in a double bind. At the same time they act to strengthen new-teacher standards to assure more quality, they're also under pressure to revamp teacher licensure requirements to create "fast-track" routes into the profession. The result? Many schools are hiring teachers with wildly varying degrees of preparation.

FOCUSING ON NEW TEACHERS

Today's schools may have new teachers who have completed traditional teacher education programs that include extensive coursework and student teaching. Schools may also have new teachers who have worked in Professional Development Schools where they gained several years of experience and earned a master's degree before entering their own classrooms. In some schools, there are growing numbers of teachers who entered the profession through alternative certification programs; these teachers often take control of the education of one hundred-plus students after only a brief summer training component. Worst of all, some administrators and local school boards, using the expedient of "emergency certificates," are forced to hire "teachers" who have no preparation at all.

As the Southeast Center for Teaching Quality and others have reported, many of the least prepared teachers begin their careers in schools that house our nation's most disadvantaged urban and rural students. State accountability laws make it clear that we expect these students, who are already behind when they enter school, to meet the same high standards as those who enjoy the services of the most experienced and accomplished teachers. The problem would be solved, of course, if teacher preparation didn't matter. But it turns out that teacher preparation matters very much.

In a cutting-edge study of new teachers, Susan Moore Johnson and her colleagues at Harvard University recently reported that novices who entered classrooms through short-cut alternative routes were largely unprepared to teach.[2] The researchers studied new teachers in Massachusetts and New Jersey and found that while many were mid-career switchers who came to the classroom with strong subject-matter

competence and mature job skills, they lacked the know-how to work with young people, manage standards-based lessons, teach in ways that reached diverse students, or adjust to daily routines of school life.

In a finding that would not surprise William Waller, even new teachers who had completed solid teacher education programs needed significant, continuing, on-site support to counter the "daily, complicated demands of teaching."[3] Both groups of new teachers "yearned for school-site support and professional development as they chose and adapted curriculums, planned and implemented lessons, and managed classrooms."[4]

In this report, we speak to what we know and must do about assessing and supporting new teachers, drawing upon lessons learned from the Southeast. In assembling data and information from a variety of sources, we surfaced a number of issues that must be addressed if all teachers will be ready and supported in order to leave no child behind.

THE CONDITION OF NEW-TEACHER SUPPORT IN THE SOUTHEAST

Our review of current new-teacher assessment and support in the Southeast reveals a mixed bag of policies and practices. More dollars are being invested in new teachers than ever before, and, in some states, there have been marked increases in the *quantity* of new-teacher support programs. But are they of good *quality*? We don't know. States have not established accountability mechanisms that would make it possible to assess fully the quality of their new-teacher investments. In the absence of good state data, it's also difficult to compare either the real costs or the proven benefits of the various approaches being tried across the region.

Using the best information available, the Center has examined various new-teacher induction policies and practices in the Southeast as part of our own research. All too often, we have found programs with very fragile underpinnings. They suffer from a lack of funding and coherent frameworks; they pay insufficient attention to the vital linkages between new-teacher assessment and new-teacher support; and they provide too little emphasis on learning to teach specific content well. They generally leave new-teacher mentor training up to the vagaries of local implementation, and they fail to recognize the amount of time needed for new teachers to deepen, document, and assess their own teaching skills. To add even more tremors to already shaky ground, support for induction programs can waiver among policymakers and practitioners with each passing budgetary and political season.

We have known for decades that no matter how good teacher education is, the complexities of effective teaching are such that teachers will never know all they need to know when they enter their first classrooms. Schools *must* have sound induction programs in which new teachers are both assessed and supported as they grow toward becoming expert classroom leaders. Without such supports, many beginning teachers resort to survival instructional strategies in their initial years of teaching. These make-do approaches negatively affect student learning and bypass the opportunity for novices to learn from attempts at good teaching practice under the guidance of a well-prepared mentor.[5] This scramble for instructional survival also threatens a new teacher's longevity in the profession. Richard Ingersoll's analysis of the federal *Schools and Staffing Survey*, the nation's best source of information on teachers and teaching conditions, revealed that the amount of assistance a school offers new teachers is a key determinant to whether they intend to stay in teaching.[6]

No matter how good teacher education is, the complexities of effective teaching are such that teachers will never know all they need to know when they enter their first classrooms.

This is not a new problem, of course. Unlike other beginning professionals, new teachers have long been expected to work independently, making the same kinds of complex decisions (about curricular content, teaching methods, child development, working with parents and families, etc.) as their more experienced colleagues, often in more challenging circumstances. They typically carry larger student loads, teach a higher number of different subjects, and take on or are assigned more demanding extracurricular assignments. This is not a new problem, but one that perhaps explains why we don't have enough accomplished teachers to go around. Many give up in frustration and leave the profession, not because they couldn't "cut it" (as if the first years of teaching were boot camp) but because the system failed them.

We also know that teachers are on the steepest points of their professional learning curves in their first few years of practice. Early on, teachers develop skills, habits, and beliefs that determine whether they are likely to become expert professionals. Little wonder, then, that teachers who were unsupported in their early years of teaching but remain in the profession often move through their careers without much evidence of accomplishment.

THE REVOLVING SCHOOLHOUSE DOOR

A recent study sponsored by the National Center for Education Statistics (NCES) suggests that new teachers drop out of the profession at an alarming rate.[7] Thirty percent (and up to 50 percent in urban schools) leave the classroom by the end of their third teaching year. How do states and school systems stop this hemorrhaging?

Well-crafted induction programs can improve teaching quality, help staunch the flow of novice teachers from the profession, and, in doing so, decrease the overall cost of recruiting, preparing, and developing teachers.[8] The NCES study found that for new teachers who had participated in an induction program, the attrition rate within the first three years of teaching was only 15 percent, compared with 26 percent for teachers who had not received any induction support.[9] The difference in the two figures represents many thousands of teachers and many millions of (wasted) dollars invested in recruitment and undergraduate preparation.

A recent study in Texas showed that teacher attrition costs school systems as much as $8,000 or more for each recruit who leaves in the first few years of teaching.[10] The high attrition of beginning teachers in Texas, who increasingly enter without preparation and often receive few supports in learning to teach, costs the State an amount estimated in the millions of dollars per year.

Ironically, the rapid turnover of early-career teachers also compels states and districts to spend more and more on programs that "address" the teacher shortage but do little to assure teacher quality. By failing to invest in high-quality induction programs, policy leaders end up practicing false economy. A fledgling MBA student could point out the solution: *Spend less on supply. Invest in retention.* And experience proves this: Columbus, Ohio, has been able to retain 98 percent of their entry-year teachers by providing them with a comprehensive induction program.[11]

For urban and other hard-to-staff schools, the evidence is mounting that induction programs with well-designed assessment and support components are one of the most effective ways to retain new teachers. These programs support novices as they develop the special knowledge and skills needed to be effective in high-poverty classrooms. These special skills are best learned on the job under the guidance of a trained mentor.

Quality induction programs also provide novice teachers with a network of new and experienced teachers with whom they can share concerns, discuss issues, and explore solutions. In addition to increasing retention among novice teachers, good induction programs attract new teachers to a district as the school system's reputation for teacher support spreads. Finally, good programs increase teacher effectiveness across the board as experienced teachers grow professionally by serving in mentor roles.

PROGRESS IN THE SOUTHEAST AND THE ADVENT OF NCLB

States in the Southeast are providing energy and leadership for improving teaching quality. Many state leaders are also working to strengthen assessment and support programs for their novice teachers.

In 1999, eight states in the region received major funding from the U.S. Department of Education's Title II Teacher Quality Enhancement Grant program. These funds were allocated to accelerate state efforts to systematically improve teacher recruitment and retention, including programs to assess and support new teachers. With passage of the *No Child Left Behind Act of 2001* (NCLB),[12] which reauthorizes and significantly broadens the scope of the *Elementary and Secondary Education Act* (ESEA), states will be implementing new accountability and testing systems targeted at closing the achievement gap. The law also requires that every public school child have a "highly qualified" teacher by 2005-2006.

The ESEA legislation provides $2.85 billion to transform state teacher development systems. The law includes provisions to use these dollars for assessment and support programs that can help novices develop good teaching practices and lead their students to higher levels of learning. Drawing on the available ESEA teacher-quality dollars, southeastern states have a prime opportunity to expand the new-teacher development efforts already underway and learn more from each other about what works in teacher induction and support.

For example, NCLB provides that Title II monies can now be used to: (1) change teacher certification or licensing requirements to ensure that teachers have the necessary subject matter knowledge and teaching skills in the academic subjects they teach; (2) implement programs that support new teachers, including mentoring, team teaching, and reduced class schedules; and (3) promote professional growth and multiple career paths in ways that support master and mentor teachers with pay differentiation. This means that *states can use ESEA teacher quality funds for a wide range of new-teacher support services.* They could redesign licensure, pay mentor teachers, and retool school organizations in ways that allow novices to learn much more from experienced, expert teachers.

Every state faces the same mandate. They must guarantee by 2005-2006 that every teacher is highly qualified. States must

seize this opportunity not only to help every teacher who enters the profession reach this quality goal, but also to ensure that these teachers remain in the profession once they achieve this level of mastery.

The Southeast as a region has made strides. While progress toward high quality induction systems in the region has been slow, states can continue to build on successful strategies already developed through a variety of state initiatives. For example, Georgia's Board of Regents now guarantees the quality of each of its new teacher education graduates, creating a potentially powerful lever for pushing induction as a K-16 responsibility that requires collaboration among partners. Alabama now includes a student assessment component in its new-teacher evaluation system. South Carolina is in the process of implementing a portfolio as part of its new-teacher evaluation, but will need to focus on a rigorous content-specific assessment by highly trained assessors. Louisiana, building on the success of the Lafourche Parish FIRST induction program, has adopted that district's model statewide and now prepares, through three-day summer institutes, teams of mentors and mentor trainers from every district to systematically train and support new teachers through the first two to three years. North Carolina's induction program has been a regional model in recent years, but must find ways to overcome capacity and infrastructure barriers that threaten to stunt the development of a well-designed program. (See page 9.)

Despite these promising developments, much more needs to be done. Programs to assess and support new teachers need to be better funded. They need to have a strong content focus, and they need more mentors who are content specialists. Mentors need to be well trained and must be able to help new teachers meet new-teacher standards. Mentors and novices must have more time to work together. Finally, performance-based assessments of new teachers need to be linked directly to induction and new-teacher support, so that assessment drives teacher development and the demonstrated needs of new teachers help shape assessment of their performance. These are issues that few states anywhere in the nation have resolved. But given our region's increasing focus on teaching and student achievement, we believe the southeastern states are well positioned to lead the nation to higher levels of new-teacher development.

What follows is an overview of key facts and issues related to new-teacher assessment and support initiatives, which most states and districts identify as induction programs.

THE WHAT AND WHY OF INDUCTION

"Induction" refers to a structured process of teacher learning, conducted on-the-job, where novices are prepared in stages over the first few years of teaching. David Berliner, one of the nation's most respected education psychologists, is well known for his research on teacher and teaching effectiveness. Teachers need five to eight years to master the art and science of teaching, Berliner says, and pre-service teacher education will never "completely pre-train teachers."[13]

Even so, Berliner has found that teacher education provides an essential foundation for prospective teachers. In pre-service programs teachers can learn, for example, how to teach core content (e.g., algebraic equations, the rain cycle, or the concept of justice in the context of democracy), as well as how young students learn best, how to assess what students have learned, and what and how students need to be taught. Based upon years of study about how expert teachers (and experts in other fields) evolve, Berliner asserts:

> Only through experiencing the complexity of the classroom does a teacher learn....A college degree in education only takes you so far. It prepares you to be a beginner in a complex world. What expert teachers have is *case knowledge*. They can go back in their memory banks to compare situations and figure out what to do. When expert teachers encounter a new student, a new learning problem, or new curriculum materials, they have references stored in memory. Expert teachers are also much better at impromptu responses. They're much better at capturing teachable moments. They know what's going on in the classroom all the time. They know how to get the class from point A to point B. Novices have no such experiences stored in their memory banks. Of course, some novices never get a clue about what's going on; they never learn from experience. But promising teachers and experts are learning each year.[14]

More than anything else, induction provides a much-needed framework to ensure that novice teachers develop the kinds of knowledge and skills they need to become experts. Induction is the critical first step on the ladder that teachers must climb if they are going to progress through Berliner's stages of teaching expertise - from novice, to beginner, to competent, to proficient, to expert.

Berliner has found that the right kind of teacher preparation can guide teachers from the novice stage, when they are "relatively inflexible" in their teaching routines, to the expert stage, when they often appear to teach effortlessly and "take advantage of new information, quickly bringing new interpretations and representations of [a classroom] problem to light."[15]

Quality induction programs pay attention to where novices are on the continuum. They use data to make sound judgments about what individual new teachers do and what

impact they have on students. Quality programs also offer systematic feedback to novices so they can gain clarity about what they are doing and why. They push and help teachers to get better.

Novices in many other professions complete an induction process: a clerkship in law, an internship in architecture, a residency in medicine. Lessons learned from other professions suggest that effective induction practices must:

- Provide novices with the specific expectations and the rites and rituals of the organization;
- Assist novices in transferring to their work the acquired knowledge, skills, beliefs, and attitudes needed to succeed;
- Provide novices with on-going guidance and assessment by an expert in the field, who has been trained as a mentor;
- Reduce novices' work load to provide more learning time; and
- Assist novices (usually through mentor support) in their efforts to meet licensure standards.

For the most part, new-teacher induction programs are under-conceptualized, under-developed, under-supported, and under-funded in the American public education system. As we describe below (see page 8), Connecticut has the most highly developed induction model in the nation and has made the most progress in connecting its assessment and support components through a well-institutionalized, performance-based licensing (PBL) system. The Connecticut system goes well beyond paper and pencil tests or classroom observations by administrators or peers. Prospective teachers must demonstrate their effectiveness through *performance tasks* aligned to the state's teaching standards.

To assure new-teacher competence, a PBL system must examine how and why teachers make decisions about their teaching and how well teachers understand the relationship between their teaching and their students' learning. Effective PBL programs cannot rely upon a simple checklist of "desired" teaching characteristics.

North Carolina is the only state in the Southeast that has made an effort to fully launch a PBL assessment process. However, as we describe below (see page 9), the North Carolina system does not focus on developing content-specific teaching expertise - a key component of Connecticut's program.

IMPORTANT FACTS ABOUT NEW-TEACHER SUPPORT

A great deal of information about new-teacher induction has been gathered over the past two decades. Here are some facts:

- Data from 1999 reveal that only seventeen states mandate district-level induction programs, and only seven of these provide funding.[16]
- As of 2001, fifteen states require and finance induction for beginning teachers.[17]
- National data indicate that in 1993-1994, over 55 percent of all new teachers were participating in a formal induction program.[18] In 1999-2000, that number rose to 60 percent.[19]
- Growth in the number of induction programs and mentors represents a significant increase in the incidence of formal teacher induction over the past twenty years, but there is little evidence about the quality of these various programs.
- Some state programs require all new teachers to participate in induction programs while others provide strong incentives to do so.
- The most common incentives for mentors include very modest stipends (e.g., $1000 per mentor in North Carolina) and some release time.
- Most mentor programs lack real structure and rely on the motivation of experienced and novice teachers to seek each other out.
- A growing number of school districts team with universities (small districts often organize as consortia) to provide induction services.
- Early results from recent induction program evaluations in Texas and California suggest that the costs associated with induction can be recovered by lower attrition rates, which reduce the cost of hiring, orienting, and evaluating new teachers.[20]

> Well-crafted induction programs can improve teaching quality, help staunch the flow of novice teachers from the profession, and decrease the overall cost of recruiting, preparing, and developing teachers.

WHAT WE KNOW ABOUT EFFECTIVE INDUCTION

Most states now have some form of induction program in place or under development. The content, focus, and quality of these programs vary widely in the Southeast and across the nation. The weakest programs simply orient new teachers to their schools, providing little in-depth assessment or ongoing support. Some offer help from a colleague, while

Connecticut's Approach to New-Teacher Assessment and Support

Despite growing diversity in the state's student population (increases in minority, poor, and language diverse students), student achievement increased continually and sharply throughout the 1990s. Connecticut students ranked at the top in performance on the National Assessment of Educational Progress in elementary reading and mathematics, and in science and writing. The state increased teacher salaries significantly and ensured that low-wealth districts could compete for qualified teachers. State leaders also enforced a stepped-up system of teacher standards and pushed forward with reforms in teacher education. As a result, Connecticut has one of the best-prepared teaching cadres in the nation.

One hallmark of Connecticut's Beginning Educator Support and Training (BEST) system, which was launched in the mid-1980s and has been continually improved, is its beginning teacher mentoring and assessment program. In explaining Connecticut's reading achievement gains, a National Educational Goals Panel report cited the state's teacher policies, especially those associated with its beginning teacher assessment and support system, as a critical element in its success.[1]

Connecticut replaced a traditional new-teacher "teaching observation" process with an ambitious subject-specific portfolio system based on a more sophisticated approach to teaching and learning. Each district provides ongoing support and portfolio assessment in English, mathematics, biology, chemistry, physics, earth science, general science, special education, elementary education, middle school (4-8) education, history/social studies, art, music, and physical education. Most recently, the state has piloted new-teacher assessments in world languages and bilingual education.

The highly structured teacher portfolio is developed over a two-year period and comprises lesson logs, videotapes, teacher commentaries, and student work. The new teacher documents a unit of instruction on a significant concept, producing a series of subject-specific lessons, assessing students' learning, and reflecting on the impact of their teaching on student achievement. This system is framed by an elaborate support structure, which spans up to three years of a new teacher's career. Provisional certification is contingent on successful portfolio completion, and beginning teachers have learned to take the program seriously.

Mentors in Connecticut meet regularly with first-year teachers to plan instruction and assess their practices (although time available to mentors varies across districts). Mentors observe or videotape first-year teachers' classroom instruction and analyze their teaching and student learning with them. The state currently requires mentors to participate in three days of standardized BEST support-teacher training. During this training, mentors actually assess the work of novices, use specific skills to promote inquiry, relate instructional practice to teaching standards, and provide portfolio-related support.

Since the mid-1990s, the state has offered content-specific seminars for its novice teachers. These seminars are designed by the state Department of Education's teachers-in-residence and are facilitated by teachers, administrators, and teacher educators who are also trained to score beginning teacher portfolios. The yearlong seminars (which average 25-30 hours) help new teachers align unit and lesson objectives, instructional strategies, and assessments. They emphasize the critical connection between student and teacher performance and show novices how to analyze results with that connection in mind. In 2002-2003, the state will pilot distance-learning seminars that will cover portions of this program. The first and last seminars will be regional, on-site sessions; those in between will be accessible online.

Connecticut's portfolio process is reminiscent of the system developed for National Board Certification. New teachers must include a description of their teaching context, a set of lesson plans, two videotapes of instruction during the unit(s), samples of student work, and written reflections on their planning, instruction, and assessment of student progress. The portfolio requirements are highly structured and content-specific, revealing much about how new teachers think and how they act on behalf of students. The portfolio assessors grade the novices on the logic and coherence of their curriculum, the suitability of instructional decisions, the scope of teaching strategies they use effectively, the quality of their assignments, their skill in assessing student learning, and their capacity to shape new classroom practices based on evidence of student learning.

Each portfolio is scored by two trained assessors who teach in the same content area as the candidate they are judging. They use a content-specific instrument to rate the novice. On average, it takes about five hours for the assessors to score a portfolio. Based on recent data gathered from program administrators, we learned that somewhere between 85 and 92 percent (depending on content area) initially pass Connecticut's new-teacher assessment. Pass rates appear to vary according to the university novices attended, suggesting that some university programs do a better job of preparing novices for the assessments and for teaching. The state predicts a 98 percent success rate when third-year candidates are re-examined.

The purpose of the Connecticut process is to develop new teachers, not simply to screen weaker candidates out of the profession. Still, program officials report that the process is sufficiently rigorous to convince some weaker candidates to leave teaching before they complete the portfolio - accounting, at least in part, for the high initial passing rates.

The total annual cost for the program is about $3.6 million for 2800 teachers, or about $1300 per new teacher, which includes small stipends to districts ($200 per new teacher), clinics and seminars, portfolio scoring and training, regional service center support, teachers-in-residence who lead training sessions, data management, and validity studies. One of the hallmarks of Connecticut's program is the state education department's scientific approach to implementation. The agency not only assesses content validity, it also examines the relationship between participation, teaching practices, and student achievement - and the impact of scorer training on teaching practice.

In districts where the program is most effective, more investments are made. In Bristol, a senior advisor works with three to five novices over a two-year period and offers direct counsel on classroom

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North Carolina's Approach to New-Teacher Assessment and Support

With the passage of the *Excellent Schools Act* in 1997, the North Carolina legislature called upon the State Board of Education to develop new requirements that "reflect more rigorous standards for continuing certification." At that time, the State Board implemented a performance-based assessment. All new teachers in North Carolina were required to participate in a three-year Initial Licensure Program designed "to provide new teachers with the support they need to succeed" in the classroom. To gain a continuing professional license, each new teacher in North Carolina was to complete a Performance-Based Licensure (PBL) product.

However, in the 2002 session, the North Carolina State legislature suspended the product requirement for at least two years and directed the State Board of Education to study the continuing certification process to reduce the "burden" it places on new teachers and make recommendations about a modified licensure process. A report from the State Board will be due to the Joint Legislative Education Oversight Committee on January 1, 2004.

In the meantime, the State Board must implement "interim requirements" for continuing certification that have yet to be determined. Ever since the product requirement was first instituted for the 1999 cohort of new teachers, implementation problems have abounded. Although the product requirement is now suspended, the state's new-teacher induction program (in its previous form) has many elements worth noting. As such, it is important to highlight what the state has tried, what has worked, and what has not.

The product was not designed as a structured portfolio, as in Connecticut, but as a documentation of evidence by second-year teachers of their "requisite knowledge, skills, and attitudes." The state describes the product, which is aligned with the Interstate New Teacher Assessment and Support Consortium (INTASC) standards, as "a collection of evidence gathered over time in the normal course of teaching, using a systematic process of reflection." Evidence and artifacts were to be selected from classroom teaching and related professional experiences and could include such items as unit and daily lesson plans, teacher-made assessment materials, classroom management plans, parent communications logs, samples of student work, video and audio tapes, and summative evaluations.

Legislators imagined the product would help new teachers learn to teach more effectively and would also serve as a tool to screen out weaker teachers. The PBL product went a significant step beyond the traditional method of vetting new teachers through classroom observation. It included multiple sources of data gathered and developed in the teaching-learning process and focused on three components: instructional practice, unique learner needs, and classroom climate. Novices were to meet a required cut score in each area, and candidates who did not earn the required minimum score had to rework and resubmit any portion of the product with identified weaknesses.

North Carolina's new-teacher assessment did not focus intensely on how novices teach their specific content, as Connecticut does. Such a focus requires not only a greater initial investment (because teacher assessment in each content area will be substantially different), but also a different way of organizing resources and support systems.

The PBL product received a blind review by a team of two trained assessors. Neither assessor could work in the same district as the candidate. This provision limited the connections that may need to take place in the support and assessment components of the process. Unlike the Connecticut model, where both trained assessors are content experts reviewing a content-specific portfolio, North Carolina required that only one assessor be in the beginning teacher's licensure area. Reviewers were not expected to focus their assessment primarily on how the teacher teaches the content. The reviews were independently conducted and no "consensus" or collaboration occurred among the reviewers as they assessed new-teacher learning. In Connecticut, such collaboration is required and has proven to be a major source of learning for the state's veteran teachers.

North Carolina's alternatively certified (lateral entry and provisionally licensed) teachers had to be within six semester hours of completing their prescribed programs of study before they submitted the product. Unfortunately, this provision made it possible for such teachers to teach for up to five years before completing the PBL process.

In recognition of completion of the induction milestone, the successful candidate received the largest increase (approximately 6%) on the teacher pay scale defined by the *Excellent Schools Act*.

While the product may no longer be required, all Initially Licensed Teachers (ILTs) are still assigned a trained mentor for the first two years. This mentor is paid $100 per month. Selection of these mentors is a local decision, but mentors are required to have career status, be successful teachers, have a commitment to mentoring, and agree to twenty-four hours of mentor training, using one of the many training programs available in the state. The state also requires each local district to provide an orientation for new teachers and pays for three days of release time. The state expects districts to provide up to two years of support for beginning teachers, using the *Coach2Coach* model developed under the state's Title II teacher quality grant. Formal evaluations of the new teacher by both administrators and a teacher supplement this more comprehensive mentoring system.

Although working conditions for new teachers vary widely across the state, the State Board of Education recommends the following new-teacher practices to every local school system: (1) teaching assignment only in the area of licensure; (2) mentor assigned early, in the licensure area, and in close proximity; (3) limited class preparations, limited number of exceptional or difficult students, minimal non-instructional duties, and no extracurricular activities unless the ILT requests the assignment in writing. However, there is no monitoring to determine how well districts conform to these general guidelines.

The state education department offers guidance to new teachers and district mentors about these general guidelines, but the actual implementation varies dramatically from school to school and

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others have trained mentors. Only a few measure the novice teachers' performance against clear standards and expectations. The best programs assess new teachers with a formal evaluation that links their teaching to student achievement through observations and portfolios, is tied to state standards, and has implications for certification or continued employment.

In a number of countries, new teachers are observed and critiqued often. In Japan, for example, induction for new teachers lasts one year and includes weekly training both in and out of school. To lighten new teachers' workloads, accommodate their heavy training schedule, and allow release time for extensive mentoring, the program assigns one part-time experienced teacher to each new teacher or one full-time teacher for two new teachers. In Germany, new teacher induction is a three-year process in which new teachers receive a reduced teaching load, participate in professional development, and observe others. In France, beginning teachers are paired with their experienced counterparts for a period of two years.[21]

Several years ago, the National Commission on Teaching and America's Future reported on noteworthy new-teacher induction programs in Rochester, New York; Albuquerque, New Mexico; and Santa Cruz, California.[22] Rochester's Career in Teaching (CIT) program began in 1986 and serves all schools in the Rochester system. The city's teacher union partners closely with the district, and the classifications of "mentor" and "novice" fit within a larger differentiated career path and compensation system.

The Albuquerque Public Schools has two induction programs in place. The Resident Teacher Program (RTP) provides mentoring and support (eighteen mentor/support teachers) for a cohort of 360-400 new teachers (known as Resident Teachers) who are simultaneously enrolled in a Master of Arts program at the University of New Mexico. The Teacher Induction Program (TIP) serves all other new teachers in the four districts that participate in the program. The programs have been in place since 1984 for elementary teachers and since 1986 for secondary teachers. The overall induction program (encompassing both induction types) is a partnership between the district, the union, and the university.

The New Teacher Project (NTP) of the New Teacher Center at the University of California, Santa Cruz, serves new teachers in Santa Cruz and twenty-seven other districts in four counties. Established in 1988, the NTP is led by the University's Teacher Education Program in collaboration with the district offices of education and is part of California's Beginning Teacher Support and Assessment Program. As of two years ago, the program included sixty mentors who served nine hundred new teachers over a two-year period.

Each of these three programs is noteworthy, but none is perfect. They share several important characteristics:

- Each is the result of a *collaboration* involving one or more school districts and either the union or a nearby university or both;
- Each has a rigorous process for *selecting* mentors; and
- Each seeks to assist new teachers as they develop their pedagogical skills and to provide opportunities to assess new teachers' development and performance.

There are also some notable differences:

- Rochester's program uses mentors who are still in the classroom for at least half of the day. The other two programs take mentors out of the classroom for a period of two to three years.
- Rochester provides one year of mentor support; Santa Cruz and Albuquerque offer two years. In Albuquerque and Santa Cruz, mentors may help new teachers meet evaluation requirements, but they do not evaluate new teachers themselves. In Rochester, mentors share the responsibility for evaluating new teachers with new teachers' supervisors.
- The caseloads for mentors vary widely among the three programs. A fully released mentor in Albuquerque serves twenty-five new teachers, while a full-time mentor in Santa Cruz has a case load of thirteen to fifteen new teachers. A half-time mentor in Rochester serves only four new teachers.
- The amount of training provided to mentors ranges from no formal training in Albuquerque, to an intensive three hours a week in Santa Cruz, to three days plus two hours a month in Rochester.
- The costs for the programs vary, from no cost in the Albuquerque program, which is based on an exchange of services, to an average of $3688 per new teacher in Rochester, to $10,500 for two years in Santa Cruz.

In a 2000 study, Humphrey, et al. identified a set of interrelated components that determine the quality of new-teacher induction programs, including content; participation; mentor role, selection, and training; institutional roles; and the balance between assessment and support. Connecticut has addressed these components more comprehensively than any other state or district program. Connecticut's example is worth highlighting (see page 8) as a benchmark against which southeastern states can assess their own efforts.

THE SOUTHEAST: BUILDING ON GOOD BEGINNINGS

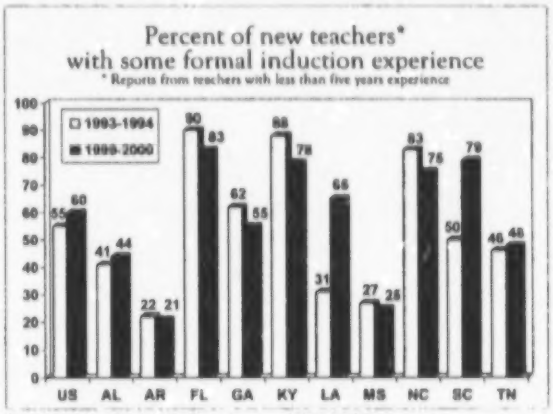
The southeastern states are making significant strides as they work to develop better new-teacher induction programs. Most states have induction processes that include orientations, the assignment of mentors, professional development, and assessment specifically tailored to the expectations for beginning teachers. Based on our interviews with state leaders, seven of ten states in the region (Arkansas, Kentucky, Louisiana, Mississippi, North Carolina, South Carolina, and Tennessee) have mandatory induction programs; five (Georgia, Kentucky, Louisiana, North Carolina, and South Carolina) provide state funding. Although it is difficult to pin down the actual costs of state-supported induction programs, the range is wide - from an estimated $500 per new teacher in Georgia (where districts elect to participate) to $2829 in North Carolina. None of the states appear to be investing the sums allocated for exemplary programs across the nation, which carry minimum price tags of $3000 to $5000 per teacher per year.

Even so, the region is making progress. In addition to the accomplishments in North Carolina, which are described elsewhere herein (see page 9), the following are other noteworthy highlights:[23]

- Alabama (using PEPE, the state's teacher evaluation instrument) and Arkansas (using PRAXIS III) have more "generic" teacher evaluation systems, but these states are beginning to include in their assessment component work samples that capture why teachers make certain instructional decisions that affect student achievement.
- Georgia has developed a rigorous training and certification program for mentors.
- Georgia, Kentucky, and Louisiana are expecting teacher education graduates to demonstrate teaching performance through "work sampling."
- Alabama's new-teacher evaluation is used to hold teacher education and universities accountable for preparing novice teachers.
- Mississippi has developed multi-media modules for on-line support of beginning teachers and mentors.
- South Carolina's ADEPT induction program has begun to redesign its mentor training based on the highly effective Santa Cruz model.
- Arkansas requires training designed to support mentors and has put sufficient dollars into their mentoring to ensure "one-on-one" support.
- Tennessee is collaborating with two universities, the University of Tennessee at Knoxville and Vanderbilt University, to develop and deliver mentor training to school districts.

Induction Programs in the Southeast More Widespread

A new update of the federal *Schools and Staffing Survey* (SASS) offers important information about the working conditions of the nation's teachers. For example, in Louisiana and South Carolina, the percentage of new teachers reporting some formal induction experience increased dramatically from 1994 to 2000. This is excellent news for the region. Georgia, Florida, and North Carolina (which has had a longer history of induction programs) experienced a modest drop-off in participation. Only half of the states in the region had new teachers involved in induction experiences at a rate higher than the national average.



Source: *Schools and Staffing Survey*, 1999-2000

While the latest SASS information tells us something about the *quantity* of induction experiences, it does not speak to *quality*. However, the SASS survey does reveal something about the connection between support and career persistence. The SASS asked a wide range of questions about teacher qualifications, preparation, professional development, working conditions, and commitment to teaching. By conducting cross-tabular statistical analyses, we found strong positive relationships between specific supports provided to new teachers and their willingness to stay in teaching. For example, 59 percent of new teachers[1] who had a mentor who helped them with instructional methods said they would certainly teach again, compared to 47 percent of those who did not.

[1] New teachers for these analyses include those in the survey sample with less than 3 years of experience.

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The Kentucky Teacher Internship Program (KTIP) offers assistance for beginners through a yearlong process of mentor support that culminates in the development of a portfolio required for certification.

Issue: Mentor training. No state in the Southeast provides assurances that a new teacher's mentor is an expert in the area he or she teaches. While most states provide trained mentors for their new teachers, the quality of the training varies widely, and the mentors and novices frequently are not matched by content area. Nor is there a strong focus on content-area support. While most states recommend "job-alike" pairing, no state mandates this arrangement or provides content-specific training for their mentors.

Issue: Observation. Only a few states in the Southeast have developed new classroom observation systems that go beyond the usual process of documenting behaviors as the sole method of assessing teaching practice.

Issue: High-need schools. No state has developed policies recognizing that new teachers are not uniformly distributed. The highest concentrations of new teachers are in urban and rural schools serving many disadvantaged students. However, when states fund induction programs, the costs are generally determined on a per-teacher (novice or mentor) basis and do not take into account the need for a higher ratio of expert mentors to novices in high-poverty schools. This issue has yet to be raised among the programs we reviewed, although there is evidence from our investigation into hard-to-staff schools[24] that many high-poverty schools in the region have significantly higher teacher turnover. In fact, these high-turnover schools have fewer expert teachers who can serve as mentors to their large numbers of new teachers, forcing schools to assign mentor responsibilities to less-than-accomplished teachers.

Issue: Lighter loads for new teachers. No southeastern state has any statutory language about reduced teaching loads for new teachers. Only one southeastern state has any language that encourages more favorable working conditions as they learn on the job. A North Carolina statute says that no teacher in the first three years of his or her career may be assigned "extracurricular activities unless the...teacher requests the assignment in writing."[25] However, in a recent survey of new teachers who completed the portfolio requirement, a full 94 percent of those surveyed reported participating in some extracurricular role.[26] These teachers take on these duties for different reasons - sometimes because the principal expects them to, and sometimes because new-teacher pay is so low that these teachers need the extra money that comes with some extra duties. Principals must ensure that new teachers are not expected to take on an overload of responsibilities while beginning their career as a classroom teacher.

Many other nations guarantee a reduced teaching load for teachers in their first few years. They do it by investing new monies and reallocating old monies to support new-teacher development. Although this may seem like an expensive proposition, these nations have determined that these are wise investments when compared to the cost of teacher turnover. We have already cited the example of Texas, where the current attrition rate of 15.5 percent costs the state between $329 million and $2.1 billion per year, depending on the private industry cost model used in the calculation.

Issue: The missing assessment piece. None of the southeastern states has a fully developed system to assess which beginning teachers receive support and how the support impacts their

Local Induction Programs: A Mixed Picture

Our efforts to document promising initiatives at the local level produced mixed results. Through interviews with local implementers, we were able to gather some information, but differences in the way programs are defined and success is measured make it difficult to determine comprehensiveness or effectiveness. Sound cost-benefit analyses were nearly impossible. Most often, the per-teacher cost data reported to us did not take into account all of the cost factors involved in an induction program.

Even so, we were able to pinpoint some promising local strategies that are worth noting. Mentor teachers in the Hamburg School District (Arkansas) must take a graduate level course on best practices and supervision before becoming a paid mentor; however, the program operates on a very small scale, with only eight novice teachers served last year. A program at Furman University in South Carolina works with two school districts and releases mentors full time to work with novice teachers during their first year. However, the retention rate after year three is only 70 percent, which mirrors the rather dismal national average.

Kennesaw State University near Atlanta, Georgia, works with nine school districts. KSU sends faculty members to school sites to work with and support mentor teachers and their novices, but this promising practice has been piloted in only one district. The extent of mentor training and support offered by the university in the other districts is unclear. The Talladega County, Alabama, program requires mentors and beginning teachers to keep reflective logs that document their experiences and share them with the program's coordinator quarterly. But mentors and novices do not routinely gain release time to perform these extra duties.

Clearly, states and districts need to do a better job of documenting how their programs work and what effects they have. States also need to provide local programs with more guidance and support as they work to develop effective induction programs.

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teaching performance, retention, and job satisfaction. Some states (including Alabama, Georgia, and Kentucky) are beginning to develop the necessary data systems to undertake such analysis. With these systems in place, policymakers and practitioners will have new tools to make better decisions and to direct scarce resources to where they are needed most.

WHAT WE MUST DO ABOUT NEW-TEACHER ASSESSMENT AND SUPPORT

We know far more about effective new-teacher assessment and support programs than we act upon. Other professions have crafted formal, carefully tailored programs to support each new professional's continued growth on the job. We have no empirical studies that document whether doctors, nurses, architects, engineers, and pharmacists *need* an internship to prepare them for the demands of everyday practice. We simply take it for granted. Other professions do not wonder *whether* but *how*. "How will we implement these programs?" "How will we adapt our induction process to changing conditions?" "How can we continue to ensure that our novices will develop into seasoned professionals who consistently perform at acceptable levels of quality?"

Why haven't educators followed this same path? Public education's induction problems are curious ones. They seem to be rooted in a long-held belief that adequate preparation and support of new teachers is optional: It's something that's "nice to do" but isn't essential to the success of the public education enterprise.

The economics of schooling tend to reinforce this belief. To do the induction job right, school and university leaders will need to invest new dollars and reallocate existing resources. That requires leaders to make difficult decisions about the actions that are most likely to help them win (or stay in) the race to meet higher academic standards and close the achievement gap.

Will an expensive program that supports and challenges new teachers through the first two or three years of their careers help schools leap the hurdles of high-stakes accountability? Or is it enough for new teachers to be smart or caring or steeped in their subject matter? Some policymakers and practitioners think so. But the evidence supports a different view - one that makes sense to many teachers, principals, and other education professionals who have worked on the "front lines" in the most challenging schools. They quickly grasp the conclusions of David Berliner and many other researchers who tell us that unless novice teachers gain expertise in teaching strategies, unless they develop a thorough understanding of diverse learners, unless they equip themselves with a well-stocked pedagogical toolbox, they will never make a difference for every student.

We do not mean to leave university-based teacher preparation programs out of this mix. As the pressure mounts for such programs to guarantee the readiness of their graduates, teacher educators have a vested interest in supporting high-quality induction programs that bridge the gap between the college classroom and the schoolhouse door. Much can be achieved if universities and school systems plan induction programs together, each allocating resources and staff to an effort that will benefit both.

Some readers of this report may be weary of hearing about Connecticut and its comprehensive induction program. But the point needs to be made that the oil that greases the engine of new-teacher induction in the Bay State is a mixture of consensus and collaboration. Connecticut's political and education leaders agree that teaching is a profession, that students and schools benefit from a professional approach to new-teacher induction, and that the resources invested in their comprehensive program pay huge dividends.

These thoughts lead us to propose several recommendations we believe can bolster the reputation of the southeastern states as leaders and innovators in education reform:

First: Build Consensus

Leading policymakers and practitioners across the region need to develop a stronger consensus about the components of an effective statewide new-teacher induction program. States need to develop solid estimates of the costs of such programs and consider how they might be funded. These estimates need to be developed with the understanding that every state has many high-need schools where a large proportion of new teachers begin their careers. The mix of dollars and resources must be apportioned so that new teachers in these most challenged schools get the extra support they need to master the complex task of teaching and reaching diverse learners.

We call for the region to launch such efforts at a New Teacher Summit, a venue for states in the Southeast to continue to learn from each other and to explore the cost savings that can be achieved by jointly developing materials and products for both new-teacher assessment and support programs.

Second: Strengthen Collaboration

Inside the borders of our states, we find the new-teacher induction infrastructure wobbly at best. State leaders at the highest levels need to act to bring together the resources and organizational capacity of state agencies, school districts, universities, and teacher associations to make these new-teacher assessment and support programs work. Quality programs are not inexpensive, but leaders must ask how much is wasted through ineffective collaboration and "disconnects" that prevent even the best-designed and most well-intentioned programs from becoming fully operational. Without tighter

coordination, collaboration, and sharing of costs among all parties, implementation problems will continue to abound. For example, North Carolina has done more to advance new-teacher assessment and support than any other state in the region, yet its program is in jeopardy because capacity issues have not been resolved.

Third: Recognize the Critical Role of Mentors

Regional leaders need to develop consensus about new-teacher mentoring. What qualities describe an effective mentor? What is the mentor's job? How do we develop the mentors we need? In regional meetings like a New Teacher Summit, leaders could establish common criteria for program standards and for mentor selection and training. They could explore the importance of funding mentor coordinators who can serve as "mentors of mentors." They could consider ways to promote the matching of novices and mentors to ensure that new teachers get the help they need from experts in their own teaching areas.

Cost-saving, web-based technologies can support the mentoring process. But new teachers will also need direct contact and support from experts. There is no substitute for the mentor who can observe and model in a novice's own classroom.

Fourth: Invest in Hard-to-Staff Schools First

Most new teachers begin their careers in high-poverty, hard-to-staff schools, where the challenges are great and teaching expertise is hard to find. As the NCLB legislation and state accountability programs zero in on the racial and socioeconomic achievement gaps, the stakes for these schools will only get higher. When it comes to new-teacher assessment and induction programs, these schools must be each state's top priority.

States should expect to pay average costs of about $6000 per new teacher for quality programs - or about $1000 for each new-teacher assessment and $5000 for effective induction over several years. Induction costs could and should vary by the proportion of novice teachers to mentor teachers in particular schools. The costs, at least in the beginning, could be much greater in high-need schools with their large percentages of new teachers. These schools rarely have a sufficient supply of expert mentors on staff. But when we consider that the most conservative estimates put the cost of losing one teacher at $8000, such investments are wise policy. Over time, as more new teachers gain the support they need, attrition will decline, the level of expertise in these schools will increase, and student achievement will rise, reducing the need for extraordinary investments.

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management and instructional issues. The district pays senior advisors $3000 and offers two days of release time per new teacher to support this relationship. The district supports new teachers with a peer advisor at their school who teaches in the same subject matter or at the same grade level. The district also provides additional professional development not offered by the state. The stipends for advisors attract some of Bristol's most expert teachers to this important work, and the district has more applicants than positions. The screening process is rigorous, and selection is based in part on whether potential advisors are working at schools serving high percentages of first- and second-year teachers and whether they have experience scoring BEST portfolios.[2]

By the year 2010, 80 percent of the state's elementary teachers, and nearly as many secondary teachers, will have participated in the subject-matter-specific portfolio assessment system, either as candidates for licensing, as mentors, or as assessors. Connecticut developed and implemented the portfolio model over an eight-year period, going to scale gradually, subject area by subject area. Connecticut's gradual implementation created the opportunity to build the *capacity* and *infrastructure* to ensure successful policy implementation.

Connecticut's sustained effort is the most ambitious undertaking in any state to use high-leverage, performance-based teaching assessments as a tool to transform professional practice.

Visit www.teachingquality.org/resources/SECTQpublications/Inductionlinks.htm#CT for more information about Connecticut's program.

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Estimated Costs: BEST Portfolio Assessment and Support Program
(based on 2800 first year teachers)

District and Regional Support to New Teachers	
Funds to Districts ($200/BT)	$600,000
Regional Service Center Staffing	$270,000
Teachers-in-Residence	$250,000
Subtotal	$1,120,000 (31%)
State-provided Professional Development	
Clinics and seminars (BTs and Mentors)	$375,000
Portfolio scoring and training	$835,000
Subtotal	$1,210,000 (34%)
Administration	
Data management, scoring, reporting, validation, technical assistance to districts	$1,270,000 (35%)
Total	**$3,600,000 (100%)**
Cost per beginning teacher over 2 year period:	$1,384

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Fifth: Find Out What Works

All too often education policy and practice evolves in an information vacuum. States will never create and sustain high-quality assessment and induction programs for new teachers without the information they need to determine what works.

States need to press local implementers of assessment and induction programs for better and comparable information about the programs they are implementing. Our own efforts to assemble reliable information for this report were often stymied by the lack of comprehensive, comparable data. State officials could identify districts they believed were making progress, but the information needed to measure actual progress was spotty and inconsistent.

We also recommend that a consortium of states in the region administer a new-teacher survey to a sample of novices at regular intervals. Learning from novice teachers themselves about what they want and need would be a powerful tool for both public engagement and policy design and implementation. Not only would such a survey offer insight into induction program implementation issues, but it would help states develop comparable data about who is teaching where, how well they are doing, how long they are staying, and if they leave, where they are going and why. Such information is critical to building political will in support of better induction systems.

HONORING OUR NOVICE TEACHERS

No matter how strong their preparation, novice teachers face enormous challenges as they enter their first classrooms and struggle to manage and organize standards-based teaching and learning. Part of our nation's commitment to leave no child behind must be to *leave no new teacher behind*. We have asked these new teachers to accept the call to teach, and we are obligated to give them every chance to succeed. We know what we need to do. We have successful state and local models to draw upon. Now we must develop the political will to act in our own best interests and in the interests of every student in our public schools.

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district to district. These variations appear to have had a notable impact on the ability of new teachers to give sufficient attention to the labor-intensive "product" requirements.

Some teachers and administrators questioned the value of the product development process, finding it far too burdensome for a second-year teacher to manage along with other teaching duties. A recent newspaper account examined the issue. One teacher said that while "I'm all for doing anything that can make me a better teacher, this is hindering my teaching (and) taking time away from planning, grading, calling parents and from being a parent myself."[1] Anecdotal reports to the legislature claimed that the product is "an additional workload that is an extra burden," and some teachers noted they would rather quit than complete the product. The frustration among new teachers must be traced, at least in part, to a perception that the time and energy required to complete the product is not compensated by significant professional growth. Unlike Connecticut, many of North Carolina's new teachers seemed to view the PBL process as "busy work" rather than a launching pad into a successful teaching career.

The apparent unrest over the PBL program is compounded by cutbacks in some materials and resources to support new teachers and administrators, due to capacity problems in the state education department. Our interviews revealed that state agency personnel assigned to the program, who are critical to successful implementation, are overcommitted, and the staff has experienced a great deal of turnover. We also learned that the education department feels it is trapped in a bureaucratic Catch-22: Leaders know what they need to do but lack the resources to do it. And when the department fails to accomplish legislative mandates, the legislature eliminates those portions of the program. The state's major budget shortfalls of the last several years aggravate this situation.

North Carolina's new-teacher support and assessment initiative, which began in 1995, was brought to scale years ahead of its intended time line due to legislative requirements. The fast-track implementation made it difficult to build the program carefully from the ground up. Without capacity and infrastructure, well-intentioned policies have little hope for surviving long term.

As mentioned earlier, the future of North Carolina's model is currently uncertain. While deleting the product requirement may relieve new teachers of a perceived burden, it will not move the state closer to real performance-based licensure. While North Carolina's efforts are some distance ahead of its southeastern neighbors, the state has a long way to go in building the kind of new-teacher assessment and support one finds in Connecticut.

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[22] National Commission on Teaching and America's Future. (2000, Summer). District induction programs that work. *Urban Initiatives Newsletter, 2*(2). New York: Author.
[23] For more details about each state, visit www.teachingquality.org/resources/SECTQpublications/InductionintheSE.htm.
[24] To view a copy of the report, visit www.teachingquality.org/resources/articles/htssbrief.htm.
[25] American Federation of Teachers. (2001, September). Beginning teacher induction: The essential bridge. *Educational Issues Policy Brief, 13*. Washington, DC: Author.
[26] In a March 2002 survey of 811 new teachers who submitted products during the 2000-2001 school year, all but forty-nine reported they were assigned some form of extra duty beyond their normal teaching assignment. Over a third of these respondents reported serving on two or more committees within their school; others reported serving as club sponsors, coaching sports, tutoring, or serving as grade or department level chairpersons. See North Carolina Department of Public Instruction. (2002, March). *Report to State Board of Education at March 2002 Meeting*.

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The Southeast Center for Teaching Quality conducts research, informs policy, and engages leadership in order to enhance opportunities for all students to have competent, caring, and qualified teachers.

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